

Cabinet (Performance Management) Panel

4 December 2017

Report title	New Outcomes Based Accountability Performance Framework and WV Insight Portal Update	
Decision designation	AMBER	
Cabinet member with lead responsibility	Councillor Milkinder Jaspal Governance	
Key decision	No	
In forward plan	No	
Wards affected	All	
Accountable director	Keith Ireland, Managing Director	
Originating service	Insight and Performance, Communications	
Accountable employee(s)	Ian Fegan	Head of Service - Communications 01902 554286 Ian.Fegan@wolverhampton.gov.uk
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Report to be/has been considered by	N/A	

Recommendations for noting:

The Cabinet (Performance Management) Panel is recommended to:

1. Note progress to date and endorse the continuing implementation of the Council's new outcome-based corporate performance framework.
2. Note progress to date and endorse the development of the new WV Insight website.

1.0 Purpose

- 1.1 The purpose of this report is to update Cabinet (Performance Management) Panel on the progress that has been made to implement a new outcome-based corporate performance framework and a new WV Insight website to replace Wolverhampton in Profile and provide an easily accessible, user-friendly city data portal.

2.0 Background

- 2.1 As outlined in the previous reports, the Council is currently in the process of rolling out and embedding an Outcome-Based Accountability (OBA) and Outcome-Based Budgeting (OBB) approach to business planning and performance monitoring (*see appendix 1 for definitions*).
- 2.2 OBA and OBB will help underpin the organisation's approach to strategic planning, ensuring decisions are evidence-based, explicitly linked to corporate priorities and delivery and success is measurable.
- 2.3 This is a major cultural change for the organisation and will take a number of years to fully embed. Work is being carried out in stages to ensure that the principles are fully embedded within the day-to-day work and decision-making of officers, managers and leaders.
- 2.4 The OBA project team have been working through a step-by-step process (based on national best practice) with heads of service to ensure that they understand key principles (through one-to-one presentations), support them in identifying service outcomes (through one-to-one workshops) and help build data processes (through workbooks) to measure them.

3.0 Overview

- 3.1 The City of Wolverhampton Council's approach to OBA and OBB involves the delivery of several products, tools and processes. These include:
- An outcome-based City of Wolverhampton Council corporate plan with clear links to the City's Vision 2030
 - A suite of the 'Top 100' corporate outcome performance indicators based on a combination of nationally-agreed and local priorities which demonstrate delivery of, and performance against, the objectives outlined in the corporate plan.
 - Service plans with clear outcomes and outputs that link back to the corporate plan
 - A clear understanding of costs and resources that go into delivering outcomes
 - A replacement for the Wolverhampton in Profile website (to be called WV Insight) which provides comparable data at ward, city and regional level that allows city and

council performance to be understood in the context of regional and statistical comparators.

- A new ward portal for City of Wolverhampton Councillors providing local data which helps them better support and service the needs of their local constituents.
- A new City of Wolverhampton Council Insight and Performance strategy which supports evidence-based decision-making and accountability.

4.0 Progress so far (including presentation)

Outcome-based accountability

- 4.1** As detailed by the head of corporate communication in a verbal update to Cabinet (Performance Management) Panel in September 2017, the OBA project team has recruited two temporary analysts to support delivery of the project.
- 4.2** Since then, steady progress has been made. Back in June 2017, in terms of head of service engagement, 77% of presentations and 28% of workshops had been completed or scheduled. By 21 November, 100% of presentations and 100% of workshops had been completed.
- 4.3** The process has involved engagement with 227 senior managers and key employees across the organisation.
- 4.4** The project team are currently collating and analysing service data, provided by managers ready for visualisation as dashboards to show achievements against outcomes. Over 1000 indicators have been identified.
- 4.5** The indicators have been reviewed and considered in the context of national, city-wide and local corporate plan priorities to create a 'top 100' list of key corporate performance indicators which demonstrate delivery of the Corporate Plan objectives. These indicators are currently being reviewed by senior managers prior to approval by Strategic Executive Board (SEB) and Cabinet (Performance Management) Panel.
- 4.6** It is proposed that these top-level, strategic indicators will be measured quarterly, reviewed by SEB and Cabinet (Performance Management) and made available to the public.
- 4.7** At an operational level, more detailed service performance frameworks are being developed based on the indicators identified through the OBA work. These performance frameworks will be developed on a service by service basis and will provide heads of service and senior managers with a structured overview of performance within their areas. This approach fits with the draft insight and performance strategy which is currently in development (*see diagram at appendix 2*).

- 4.8** Both strategic and operational performance indicators will be visualised using a new software tool which the insight and performance team have identified and tested - Microsoft Power BI. This is an accessible and user-friendly tool that integrates with other Microsoft products currently used within the organisation (Excel, Word, Outlook, Dynamics, PowerPoint). It is quicker to deploy and will help the Council reduce consultancy costs. It will also enable more 'self-service' considerable freeing up analyst time to undertake more complex analysis to support planning and decision making.
- 4.9** Whist QlikView will still be used for the most complex performance dashboards that pull data from multiple sources and big databases, the council's outcome-based performance model will largely be built in Microsoft PowerBI. This will reduce longer-term costs and improve internal skills and analytical capabilities. An example of the PowerBI dashboard developed for the skills and inclusion portfolio board will be demonstrated during the presentation.
- 4.10** There is evidence that the project is delivering culture change. The Insight and Performance team have seen an increase in requests to support service performance improvement and management with dashboards for projects and service areas. It highlights the increasing recognition that existing performance reporting can be improved.

Ward Portal / WV Insight

- 4.11** SEB, in conjunction with senior Councillors, requested that a portal is developed for councillors and employees which gives access to key performance information and data about the city and provides a 'one stop shop' for councillors to receive information about their wards.
- 4.12** The nature of the portal, the data required and proposed technical solutions are shared with three other products (Outcome-based Accountability (OBA) view and update tool, the Insight and Performance Portal, Local Information System redesign – Wolverhampton in Profile) that are in the pipeline to be delivered over the coming months, so it is proposed that the four products are delivered within one plan, with priority being given to the councillor ward portal. This will ensure consistency, data integration and efficiency enabling all four products to be delivered at a faster pace than previously planned.
- 4.13** The project will:
- consolidate relevant data from multiple sources into a single place providing ward, constituency, regional and national data.
 - systemise integrating data alongside the policies, strategies and documents for which the data is pertinent – for instance, life expectancy data presented in a citywide

context alongside links and reference to the Joint Strategic Needs Assessment (JSNA).

- provide data to support councillors to understand their communities, and present this data in a user-friendly and accessible way.
- enable an improved data and information offer by which the organisation can become more intelligence-led in its decision making.
- provide a mechanism for officers, councillors, businesses and the public to interact with data using dashboards and analytics.
- Lay the foundations for Wolverhampton's approach to open data which is being led by the Public Service Reform programme.

4.14 A small project team has been established and the lead analyst has drawn together a list of 140 data sets, from local and national systems, to populate the new system. These are based on the following categories:

- Crime and safety
- Deprivation
- Education and skills
- Employment and economy
- Health and well-being
- Housing
- Population
- Social care
- Transport and neighbourhoods.

4.15 The dashboards for the data listed above will be built using Microsoft PowerBi.

4.16 A small councillor group has been established to help shape the ongoing user requirement and advise on the project.

5.0 Next Steps

5.1 Confirm the Council's OBA strategic indicators and begin building the PowerBI performance dashboards.

5.2 Based on above, report on third quarter corporate performance to SEB and Cabinet Performance (Management) Panel in March 2018.

5.3 Develop OBA service performance plans and embed with service managers and their teams, reportable monthly or quarterly to directorate leadership team meetings.

5.4 Finalise the Council's new Insight and Performance Strategy.

5.5 Confirm the data to be accessible on the council new Ward portal and WV Insight and begin to build the site infrastructure and PowerBI dashboards.

6.0 Impact on Wolverhampton Council and / or city

6.1 Improved effectiveness and efficiency by improving business planning, evidence-based decision making, organisational consistency, standards and performance in this area and reducing duplication.

6.2 Improved transparency of business planning, creating opportunities for more effective scrutiny and greater accountability.

7.0 Financial implications

7.1 The outcome based accountability performance framework and the WV insight website will be funded from existing budgets within the Corporate Directorate and specific funds from the Transformation Reserve.
[MH/24112017/W]

8.0 Legal implications

8.1 There are no direct legal implications.
[RB/24112017/N]

9.0 Equalities implications

9.1 Underpinning some of the principles of OBA and OBB is ensuring good practice in customer engagement. Additionally, the need to complete a detailed equalities analysis in putting forward any business case will be embedded into the new processes.

10.0 Environmental implications

10.1 There are no direct environmental implications

11.0 Human resources implications

11.1 There are no direct human resources implications. However, the implementation of OBA and OBB principles will enable, and be underpinned by, robust workforce development.

12.0 Corporate landlord implications

12.1 There are no direct corporate landlord implications

13.0 Schedule of background papers

13 September 2016 - City Scorecard, Corporate Plan and Outcomes Based Planning Update (Scrutiny Board)

19 September 2016 - City Scorecard, Corporate Plan and Outcomes Based Planning Update (Cabinet Performance Management Panel)

17 January 2017 - Outcomes Based Accountability – progress so far and next steps

12 June 2017 - Outcomes Based Accountability and Outcome-Based Budgeting Update

Appendix 1

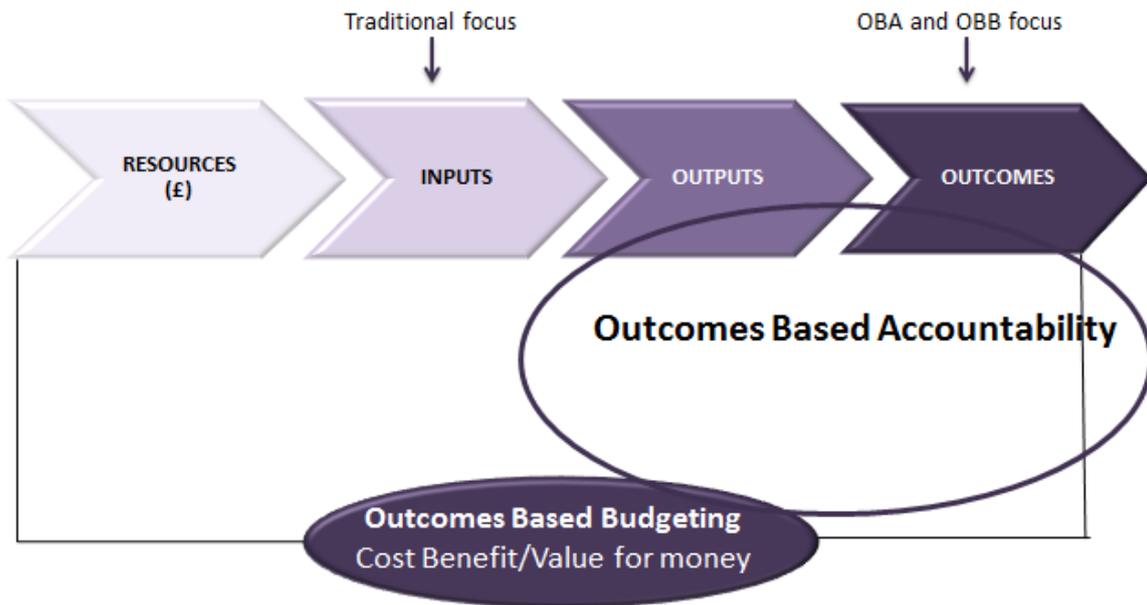
Theory and Principles of Outcomes Based Accountability and Outcomes Based Budgeting

- a1. OBA and OBB are essentially methods of using performance data to do two things: (1) to monitor systematically the delivery of services; and (2) to develop budget plans that show how spending makes a difference to people's lives.
- a2. Both OBA and OBB are based on widely accepted principles of good practice in public sector service delivery.
- a3. OBA is an approach to planning services and managing their performance that focuses attention on the results – or outcomes – that services aim to achieve. It is entirely consistent with the approach put together by the National Audit Office, Audit Commission, Cabinet Office, Office for National Statistics and HM Treasury.
- a4. It is a way of securing strategic and cultural change: moving organisations away from a focus on 'efficiency' and 'process' as measures of value in their services, and towards achieving better outcomes for the adults, children and families in their communities as the primary purpose of their organisation and its employees.
- a5. Further distinguishing features of the approach are:
 - The use of simple and clear language
 - The collection and use of relevant data
 - The involvement of stakeholders, including service users and the wider community, in achieving better outcomes
 - The distinction between accountability for performance of services or programmes on the one hand, and accountability for outcomes among a particular population on the other.
- a6. The OBA model has been used in the US and several countries worldwide as a way of structuring planning to improve outcomes and services for whole populations.
- a7. In England, the Local Government Improvement and Development (LG Improvement and Development, formerly the Improvement and Development Agency (IDeA)) has invested significant resources over several years to support local authorities (LAs) in implementing the OBA approach.
- a8. Although reliable survey data is hard to come by, somewhere in the region of between 25-30% of local authorities in England have used or are using OBA approaches in at least part of their organisation.
- a9. The diagram below shows how OBA derives performance measures by thinking about service delivery from the point of view of the quality and quantity of effort and effect.



- a10. The distinction between quantity and quality is an OBA staple: how much did we do versus how well we did it. The effort and effect distinction is the difference between how hard we tried and whether we made a difference to the lives of our community.
- a11. Putting the quantity vs quality and effort vs effect together creates the three OBA universal performance measurement categories:
- How much did we do?
 - How well did we do it?
 - Is anyone better off?
- a12. While OBA focuses on using the demonstration of outcomes to monitor effective service delivery, Outcomes Based Budgeting (OBB) focuses on developing budgets and financial decisions based on the relationship between resources (funding and staff time) and the difference spending is expected to make to the quality of life for the children, adults and families who live in our community (outcomes) – e.g Cost vs Value
- a13. OBB is quite a radical new approach to budgeting. Traditionally budget planning focusses on how money will be spent – it links resources with inputs, however OBB, like OBA, focusses explicitly on outcomes – it asks the question ‘How will the money we propose to spend make a difference to the lives of the children, adults and families in our community?’
- a14. As a management and budgeting tool, it lays emphasis on the importance of evaluating the impact of council services and provides a clear way of estimating the extent to which programmes and services provide value for money making performance management an integral part of budgeting and financial decision making

a15. The diagram below shows how OBA and OBB intersect to provide a holistic, outcomes based way of making decisions.



a16. Budgets, and by implication, business plans, are a tangible expression of a Council's priorities, performance, decisions and intentions. The OBA and OBB approach to business planning and decision making enables officers and elected members to see how programmes and services are aligned with the Council's priorities as set out in the corporate plan.

a17. The approach improves **transparency** (i.e. scrutiny) by enabling stakeholder participation in the budgeting process and ensuring decisions are based on evidence, and improves **accountability** by enabling officers and elected members to establish the extent to which budget objectives have been achieved.

Appendix 2: Draft strategic corporate performance framework

